

Message Text

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ACTION EB-11

INFO OCT-01 AF-10 ISO-00 CAB-09 CIAE-00 COME-00 DODE-00

INR-10 NSAE-00 RSC-01 FAA-00 L-03 SS-20 IO-14 NSC-10

PA-04 USIA-15 PRS-01 SPC-03 SAM-01 DRC-01 (ISO) W

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R 271319Z FEB 74

FM AMEMBASSY ACCRA

TO SECSTATE WASHDC 2692

INFO AMEMBASSY LAGOS

AMEMBASSY KINSHASA

AMCONSUL CASABLANCA

C O N F I D E N T I A L ACCRA 1144

E.O. 11652: GDS

TAGS: ETRN GH NI CG

SUBJ: CIVAIR NEGOTIATIONS

REF: STATE 034936

1. SUMMARY. WHILE EVIDENCE FRAGMENTARY ON GOG POSITION CIVIL AVIATION AGREEMENT, EMBASSY THINKS GOG PRESENTLY SERIOUS IN DEMAND FOR SPECIFIC NEW YORK RIGHTS. STRONG POSSIBILITY EXISTS THAT GOG WOULD SUSPEND OR TERMINATE PANAM RIGHT ACCRA IF THIS REQUEST TURNED DOWN. VARIANT ON REQUEST, E.G., OTHER POINT OF ENTRY U.S. OR JOINT GHANA-ZAIRE ROUTE, MIGHT SOLVE PROBLEM, AT LEAST TEMPORARILY. IN CONSIDERING U.S. POSITION DEPARTMENT NATURALLY NEEDS ASSESS IMPORTANCE ACCRA TO PANAM. EMBASSY WILLING MAKE FURTHER INQUIRY MINISTRY FOREIGN AFFAIRS, ALTHOUGH APPROACH RISKS OPENING UP QUESTION AS WHOLE. END SUMMARY.

2. IN VIEW OF COMPLICATED NATURE CIVIL AVIATION NEGOTIATIONS AND KNOWN VOLATILITY COMMISSIONER FOR TRANSPORT, MAJOR ASANTE, EMBASSY HAS NOT PROBED GOG POSTURE EXTENSIVELY. HOWEVER, WE HAVE NO INDICATION ASANTE IS PREPARED ACCEPT ROUTE TO NEW YORK, AND NO INDICATION THAT HE MAY BE REDEPLOYED TO OTHER FUNCTIONS.

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3. WE INFER FROM OFFICIALS MINISTRY FOREIGN AFFAIRS THAT THEY WOULD

PREFER AVOID ORDER TERMINATION PANAM AND WOULD LIKE SEE GOG ACCEPT FORMULA FOR ROUTE DEFINITION AFTER GHANA DEVELOPS EXPERIENCE WITH BLOCKED SPACE AND/OR CHARTER FLIGHTS TO U. S. ACTING PRINCIPAL SECRETARY QUARM QUERIED AMBASSADOR SOME WEEKS AGO RE U.S. ATTITUDE. IN DUE COURSE WE PROVIDED SUBORDINATE OFFICIAL IN MINISTRY WITH SUMMARY U.S. POSITION, AS DEVELOPED IN NEGOTIATIONS LAST AUTUMN. WE DO NOT KNOW WHETHER GOG POLICY FOLLOWS LINES IMPLIED IN OUR INFORMAL SUMMARY. IN ANY CASE, WE DOUBT THAT MINISTRY FOREIGN AFFAIRS HAS DECISIVE VOICE IN DETERMINING GOG POSITION THIS MATTER.

4. GOG POSITION WILL ALSO BE INFLUENCED AT TOP LEVELS BY CONTEXT OF OTHER FRUSTRATIONS WITH USG, INCLUDING TURNDOWNS OF GOG REQUESTS FOR MILITARY SALES AND ASSISTANCE, SUSPENSION OF NEW ECONOMIC ASSISTANCE LOANS AND OTHER CREDITS, REFUSAL SIGN INTERNATIONAL COCOA AGREEMENT, STIFF POSITION ON EXPROPRIATION WITHOUT COMPENSATION, ETC. ALTHOUGH GHANA AIRWAYS PROBABLY REALLY DOES NOT WANT TO FLY TO U.S., IT WANTS TO ACQUIRE BOEING 707S, AND ROUTE TO U.S. WOULD HELP JUSTIFY EXPENDITURE.

5. ONE POSSIBLE COURSE WOULD BE TO INDICATE TO DWEMOH ON GOG NEGOTIATING TEAM THERE IS NO EARLY POSSIBILITY OF SPECIFIC ROUTE TO U. S. AND ASK IF GOG STILL WANTS USG TO RESUME NEGOTIATIONS. DWEMOH WOULD PROBABLY FEEL USG HAD LET HIM DOWN AND WOULD BE LIKELY, IF ONLY TO PROTECT HIMSELF, RECOMMEND PANAM TERMINATION TO ASANTE, WHO AS DEPARTMENT AWARE IS APT TO TAKE ABRUPT ACTION IN ANGER. COOLER HEADS IN GOG MIGHT ALSO GO ALONG WITH TERMINATION AS CALCULATED

MEANS OF IMPROVING GHANA BARGAINING POSITION. HOWEVER, TEMPTATION

WOULD BE GREAT TO PUBLICIZE TERMINATION, INCLUDING CRITICISM OF PANAM'S ACCRA-JOHANNESBURG SERVICE. SUCH PUBLICITY WOULD OF COURSE MAKE ULTIMATE RESUMPTION ACCRA-JOHANNESBURG SERVICE MORE DIFFICULT

FOR GOG TO AUTHORIZE.

6. ANOTHER POSSIBLE COURSE WOULD BE TO PROCEED WITH NEGOTIATIONS BEFORE END OF MARCH, AS GOG PRESENTLY EXPECTS US TO DO. BUT WHEN AND

IF GOG CONCLUDES OUR DELEGATION HAS NOTHING NEW TO PROPOSE,
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ASANTE AND DWEMOH MIGHT FEEL EVEN MORE ANNOYED THAN IF FOREWARNED THAT THERE WAS NO COMPROMISE IN OUR ESSENTIAL POSITION. USDEL COULD REWORK ARGUMENTS TO GIVE SEMBLANCE OF FRESHNESS, SUCH AS EXPOUNDING ON UNSATISFACTORY USG EXPERIENCE WITH ZAIRE BILATERAL, SUGGESTING JOINT GHANA-ZAIRE ROUTE TO NEW YORK, OR ADVANCING OTHER IDEAS DEPARTMENT MIGHT BE ABLE TO DEVELOP. HOWEVER, WE HAVE STRONG IMPRESSION ASANTE AND DWEMOH WILL CONTINUE CONCENTRATE ON RECIPROCAL NEW YORK RIGHTS FOR GHANA AIRWAYS AND WILL NOT BE DEFLECTED.

7. RE A VARIANT ON THE ABOVE POSITION, DEPARTMENT MAY WISH CONSIDER OFFERING DIFFERENT U.S. POINT OF ENTRY AND BEYOND. EXAMPLE WOULD BE NEWARK WITH BEYOND RIGHT TO TORONTO. THIS WOULD HAVE DISADVANTAGES OF PROBABLY UNACCEPTABILITY TO GHANA AND U. S. CONCESSION OF PRINCIPLE

OF IMMEDIATE SPECIFIC GHANA ROUTE TO U.S. ON OTHER HAND, OFFER MIGHT GAIN TEMPORARY REPRIEVE FOR CONTINUED PANAM SERVICE ACCRA WHILE IT BEING CONSIDERED.

8. DECISION ON HOW TO PROCEED THUS BASICALLY REMAINS FUNCTION OF JUDGMENT ON HOW MUCH CONTINUED PANAM SERVICE ACCRA IS WORTH. IF PANAM CONSIDERES ACCRA IMPORTANT TO ITS OPERATIONS, NEED FOR FLEXIBILITY ON OUR PART IS OBVIOUSLY MUCH GREATER THAN IF ACCRA CONSIDERED EXPENDABLE. WE WOULD ESTIMATE THAT ASIDE FROM AVOIDING \$1.6 MILLIONS ANNUAL REVENUE LOSS, PANAM WOULD WISH KEEP ACCRA AS ALTERNATIVE TO LAGOS. HOWEVER, WE LEAVE ANALYSIS THIS ELEMENT OF PROBLEM TO DEPARTMENT.

9. WHILE WE ARE NOT SANGUINE AS TO RESULTS, WE WILL, IF DEPARTMENT DESIRES, MAKE A FURTHER EFFORT WITH QUARM TO GET FOREIGN MINISTRY VIEWS. WE CANNOT GUARANTEE, HOWEVER, THAT THIS APPROACH WILL REMAIN WITHIN MINISTRY. IF QUIRE POSSIBLE IT WOULD, IN EFFECT, INVOKE FULL GOG REACTION FROM ASANTE ON ENTIRE ISSUE.
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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: CIVIL AVIATION, MILITARY ASSISTANCE, EXPENDITURES, FOREIGN RELATIONS, BOEING 707, NEGOTIATIONS, FLIGHT CLEARANCES, FOREIGN POLICY POSITION, MILITARY SALES, AIR ROUTES, REVENUE DATA
Control Number: n/a
Copy: SINGLE
Draft Date: 27 FEB 1974
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: golinofr
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1974ACCRA01144
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: n/a
From: ACCRA
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1974/newtext/t1974027/aaaaafzt.tel
Line Count: 140
Locator: TEXT ON-LINE
Office: ACTION EB
Original Classification: CONFIDENTIAL
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 3
Previous Channel Indicators:
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: n/a
Reference: STATE 034936
Review Action: RELEASED, APPROVED
Review Authority: golinofr
Review Comment: n/a
Review Content Flags:
Review Date: 12 APR 2002
Review Event:
Review Exemptions: n/a
Review History: RELEASED <12 APR 2002 by ifshinsr>; APPROVED <02 JAN 2003 by golinofr>
Review Markings:

Declassified/Released
US Department of State
EO Systematic Review
30 JUN 2005

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: CIVAIR NEGOTIATIONS
TAGS: ETRN, GH, NI, CG, US, PANAM, CIVAIR
To: STATE
Type: TE
Markings: Declassified/Released US Department of State EO Systematic Review 30 JUN 2005